



REPLY TO  
ATTENTION OF:

5.15.16 5490 Army XMH-917  
DEPARTMENT OF THE ARMY  
INSTALLATION MANAGEMENT COMMAND  
HEADQUARTERS, U.S. ARMY GARRISON FORT WAINWRIGHT  
1046 MARKS ROAD #6000  
FORT WAINWRIGHT, ALASKA 99703-6000

**MEMORANDUM OF AGREEMENT  
AMONG  
THE U.S. ARMY GARRISON FORT WAINWRIGHT,  
AND  
THE ALASKA STATE HISTORIC PRESERVATION OFFICER  
REGARDING  
ARCHAEOLOGICAL EXCAVATION AND MITIGATION  
OF  
XMH-00917, DONNELLY TRAINING AREA EAST,  
FORT WAINWRIGHT, ALASKA**

**FW-MOA-1619**

**WHEREAS**, the U.S. Army Garrison Fort Wainwright (USAG FWA) proposes to permit the University of Michigan to excavate the archaeological site XMH-00917 located on land that the USAG FWA manages; and

**WHEREAS**, the USAG FWA has determined that this is an Undertaking subject to review under Section 106 of the National Historic Preservation Act (NHPA), 54 U.S.C. 306108, and its implementing regulations, 36 C.F.R. § 800; and

**WHEREAS**, the USAG FWA initiated consultation with the Alaska State Historic Preservation Officer (SHPO) on 9 February, 2016 pursuant to 36 C.F.R. § 800; and

**WHEREAS**, the USAG FWA defined the Undertaking's Area of Potential Effect (APE) as a 50 by 50 meter square area centered at coordinates [REDACTED] southeast of Banjo Lake (Attachment A); and

**WHEREAS**, the USAG FWA has determined that the archaeological site XMH-00917 is eligible for the National Register of Historic Places (National Register) and the Alaska State Historic Preservation Officer (SHPO) has concurred 7 March 2016; and

**WHEREAS**, the USAG FWA is a lead federal agency for this undertaking because it has authority to issue an Archaeological Resources Protection Act (ARPA) permit for excavation of an archaeological site on public domain lands and because the Undertaking would take place on lands withdrawn for military use and would require permission from the USAG FWA for access; and,

**WHEREAS**, the USAG FWA invited the University of Michigan to consult on this Undertaking pursuant to 36 C.F.R. § 800.6(c)2 as they are the applicant for the ARPA permit, and the

University of Michigan accepted the invitation to consult and sign this Memorandum of Agreement (MOA) as an invited signatory; and

**WHEREAS**, the USAG FWA notified and invited the Federally recognized tribes of Village of Dot Lake, Healy Lake Village, Nenana Native Association, Northway Village, Native Village of Tanacross, and Native Village of Tetlin to consult regarding the Undertaking pursuant to 36 C.F.R. § 800.3(f) by letter on 9 February 2016 and in the Spring 2016 Quarterly Update Newsletter, and no tribes accepted the invitation to consult nor requested to sign this MOA as concurring parties; and

**WHEREAS**, the USAG FWA notified and invited the Alaska Department of Transportation, Bureau of Land Management, Cook Consulting, Fairbanks North Star Borough Historic Preservation Commission, Holmes Cultural Resource Consulting, National Park Service, Tanana Chiefs Conference, Tanana-Yukon Historical Society, University of Alaska Fairbanks Department of Anthropology, and University of Alaska Museum of the North to consult regarding the Undertaking on xx2016 pursuant to 36 C.F.R. § 800.3(f) and no consulting parties accepted the invitation to consult, and no consulting parties agreed to sign this MOA as concurring parties; and

**WHEREAS**, the USAG FWA consulted with the Fort Wainwright Cultural Resources Working Group, a group of interested parties and individuals who meet with the USAG FWA Cultural Resources staff typically twice a year to discuss and provide input on cultural resources projects at Fort Wainwright; and

**WHEREAS**, in accordance with 36 C.F.R. § 800.6(a)(1), the USAG FWA notified the Advisory Council on Historic Preservation (ACHP) of its adverse effect determination on 9 February 2016 providing the required documentation, and the ACHP chose not to participate in the consultation on 9 March 2016; and

**WHEREAS**, the USAG FWA provided the public with information on the Undertaking and an opportunity to consult through the USAG FWA Environmental Website; and

**WHEREAS**, the USAG FWA proposes to permit the University of Michigan to undertake block excavation (approximately 10 m<sup>2</sup>), including full documentation of all destructive archaeological activities of the archaeological site XMH-00917 following the guidelines outlined in the ARPA Permit; and

**NOW, THEREFORE**, the USAG FWA, the University of Michigan, and the SHPO agree that the Undertaking will be implemented in accordance with the following stipulations in order to take into account the effect of the Undertaking on the historic properties.

## STIPULATIONS

The USAG FWA will ensure that the following measures are carried out by the applicant, the University of Michigan:

### I. DATA RECOVERY

- A. Data recovery activities shall locate, recover, and document significant archaeological information at the archaeological site XMH-00917 in the 2016 field season.
- B. The data recovery work will be in accordance with the attached research design and data recovery plan (Attachment B). The research design and data recovery plan have been developed in compliance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*, and the *Advisory Council on Historic Preservation's Treatment of Archeological Properties: A Handbook*.

### II. SUBMITTALS

- A. The USAG FWA shall ensure that the following products of data recovery activities are submitted:
  - 1. A draft data recovery report shall be submitted to SHPO within one year after the completion of all fieldwork and analysis. The USAG FWA shall ensure that the report is responsive to professional standards and to the *Secretary of the Interior's Format Standards for Final Reports of Data Recovery Programs* (42 FR 5377-79). Upon receipt, SHPO shall have 30 days to review the draft and submit comments to the USAG FWA.
  - 2. The USAG FWA shall take into consideration SHPO's comments. Submittal of the final data recovery report shall consist of two printed copies sent to SHPO no later than 90 days after receipt of comments.
  - 3. The USAG FWA shall send two printed copies of the final data recovery report to the Library Depository Clerk at the Alaska State Library.
  - 4. An updated Alaska Heritage Resources Survey (AHRS) form shall be submitted to the SHPO within nine months after the completion of all fieldwork and analysis.

### III. CURATION

- A. All artifacts shall remain the property of the USAG FWA.
- B. All artifacts, faunal remains, original field notes, and related materials shall be accessioned to the University of Alaska Museum, complying with federal regulation for curation (36 CFR § 79).

#### **IV. PROFESSIONAL STANDARDS**

All work pursuant to this MOA will be developed by or under the supervision of a person or persons meeting the minimum professional qualifications for an Archaeologist listed in the *Secretary of the Interior's Professional Qualification Standards (36 CFR § 61, Appendix A)*.

#### **V. ANNUAL REPORTING REQUIREMENT**

The USAG FWA will provide the signatories an annual report that summarizes the actions under this MOA by June the following year, for every year this MOA is in effect.

A. Annual reports will include the following information.

1. A printed copy of the yearly interim report outlining the efforts and accomplishments of that field season.
2. Summary of all actions taken under this MOA, including status of meeting all stipulations.
3. Date the data recovery action or project was completed.
4. List of actions scheduled for coming year.
5. Signature of preparer of document.
6. Recommendations to amend this MOA or improve communications among the parties.

B. Review of Annual Report: The SHPO and the interested parties may review each report and provide review comments to the USAG FWA.

1. The SHPO and the interested parties may request additional documentation or further explanations from the USAG FWA.
2. The SHPO and the interested parties must comment and/or request additional documentation within 30 calendar days of receipt of the USAG FWA's report, otherwise, acceptance will be presumed. Received comments will be used by the USAG FWA to determine if the MOA requires amendment.

#### **VI. POST REVIEW DISCOVERIES**

If potential historic properties are discovered or unanticipated effects on historic properties occur, the USAG FWA will implement the discovery plan included as Attachment C of this MOA.

## **VII. DISPUTE RESOLUTION**

- A. Should any signatory party to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, the USAG FWA will consult with such party to resolve the objection. If the USAG FWA determines that such objection cannot be resolved:
  - 1. The USAG FWA will forward all documentation relevant to the dispute, including the USAG FWA's proposed resolution, to the Advisory Council on Historic Preservation (ACHP). The ACHP will provide the USAG FWA with its advice on the resolution of the objection within 30 calendar days of receiving adequate documentation. Prior to reaching a final decision on the dispute, the USAG FWA will prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP and the signatories, and provide them with a copy of this written response. The USAG FWA will then proceed according to its final decision.
  - 2. If the ACHP does not provide its advice regarding the dispute within the 30-calendar day time period, the USAG FWA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, the USAG FWA will prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA, and provide the signatories and the ACHP with a copy of such written response.
  - 3. The USAG FWA will be responsible for carrying out all other actions that are not the subject of the dispute.
- B. If an objection pertaining to this MOA is raised by a member of the public at any time during implementation of any stipulation in this MOA, the USAG FWA will notify the signatories to this MOA and take into account the objection.

## **VIII. AMENDMENT**

This MOA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date a copy is signed by all of the signatories.

## **IX. TERMINATION**

- A. If any signatory believes that the terms of this MOA are not being honored or cannot be carried out, or that an amendment to its terms should be made, that signatory will immediately consult with the other signatories to consider and develop amendments to the MOA per Stipulation VIII.
- B. If this MOA is not amended as provided for in Stipulation VIII, the USAG FWA, the SHPO, or the ACHP may propose in writing to terminate this MOA with an explanation of the reasons for termination. If the signatories have found no alternative

solution to termination within 30 calendar days after receipt of the written notice, the MOA shall be terminated. If this MOA is terminated and prior to work continuing on the Undertaking, the USAG FWA must either (a) execute a new MOA pursuant to 36 C.F.R. § 800.6, or (b) request, take into account, and respond to the comments of the ACHP under 36 C.F.R. § 800.7 and will notify the signatories as to the course of action it will pursue.

## **X. ANTI-DEFICIENCY ACT**

All requirements set forth in this MOA requiring the expenditure of the USAG FWA funds are expressly subject to the availability of appropriations and the requirements of the Anti-Deficiency Act (31 U.S.C. § 1341). No obligation undertaken by the USAG FWA under the terms of this MOA will require or be interpreted to require a commitment to expend funds not obligated for a particular purpose.

## **XI. DURATION**

This MOA will become effective upon execution by the signatories and will remain in effect until terminated or five years after its execution. If all stipulations are not completed prior to such time, the USAG FWA may consult with the signatories to reconsider the terms of the MOA and amend it in accordance with Stipulation VIII.

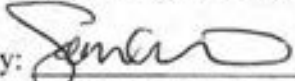
EXECUTION of this MOA by the USAG FWA, the University of Michigan, and the SHPO, and implementation of its terms evidence that the USAG FWA has taken into account the effects of this Undertaking on historic properties and afforded the ACHP an opportunity to comment.

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FORT WAINWRIGHT, ALASKA

FW-MOA-1619

Signatories:

U.S. ARMY GARRISON FORT WAINWRIGHT

By:   
SEAN C. WILLIAMS  
Colonel, US Army  
Commanding

Date: 2 MAY 16


ALASKA STATE HISTORIC PRESERVATION OFFICER

By:   
JUDITH E. BITTNER  
State Historic Preservation Officer

Date: may 26, 2016

Invited Signatory:

THE UNIVERSITY OF MICHIGAN

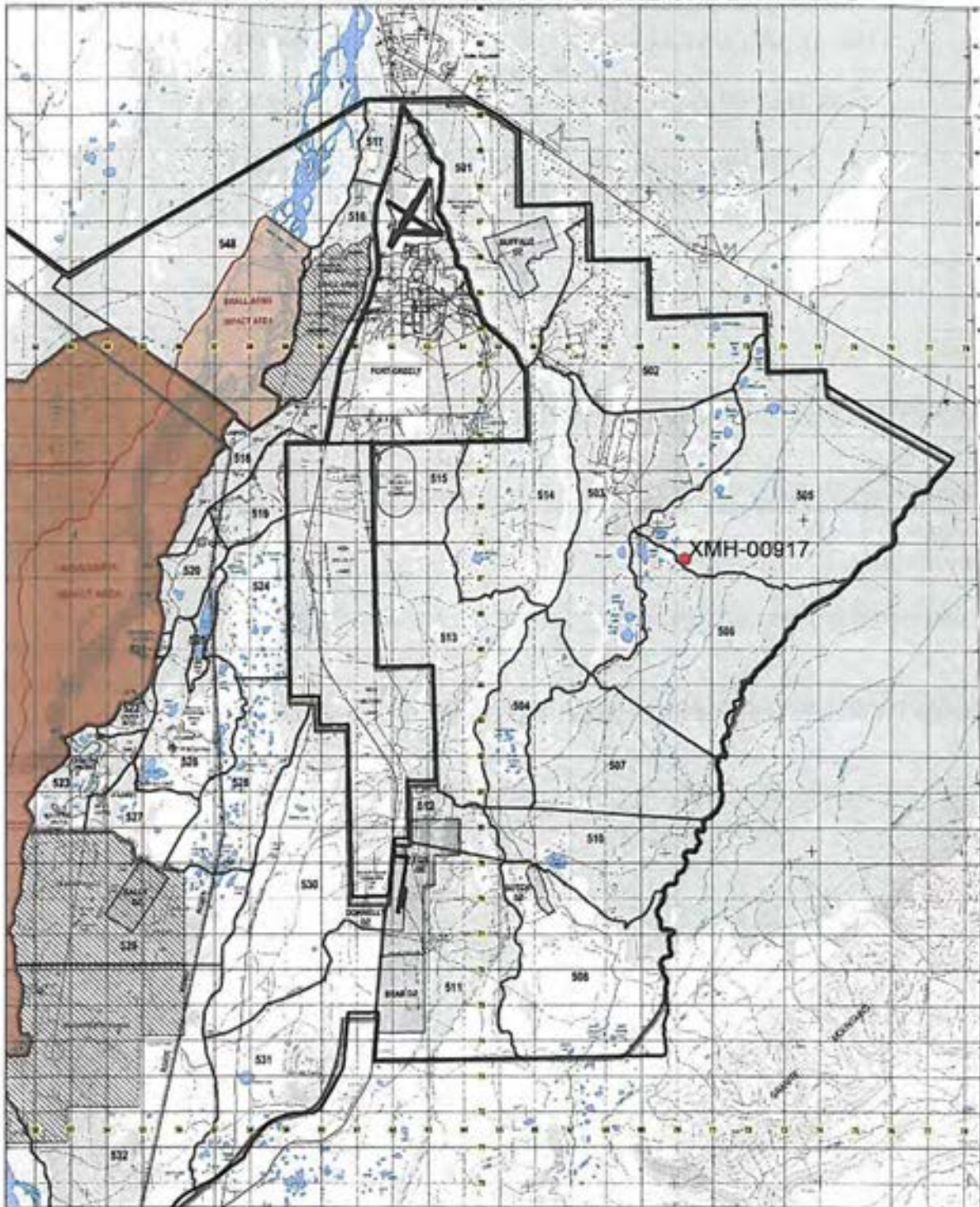
By:   
RAVEN GARVER  
Professor of Anthropology

Date: 8 June 2016



## Attachment A

### AREA OF POTENTIAL AFFECT FOR THE UNDERTAKING



Location of XMH-00917 in Donnelly Training Area East (BAX-SDZ)



**Attachment B**

**RESEARCH DESIGN**  
(next page)

# Proposal to Conduct Archaeological Testing at XMH-0917, Fort Wainwright, Central Alaska

Raven Garvey, The University of Michigan

This proposal outlines a plan to excavate prehistoric site XMH-917, adjacent to Banjo Lake in the eastern portion of Fort Wainwright's Donnelly Training Area. The project is designed to broaden our understanding of prehistory in central Alaska and entails archaeological testing on military land. The site of interest was first located in 2002 and subsequently tested (2009) for subsurface deposits via six 1x1 m units excavated by the U.S. Army and Colorado State University under the direction of James Quinn III (Robertson et al 2013). These preliminary tests yielded a wealth of prehistoric stone tools and animal remains that were dated to around 2000 years before present. This proposal seeks to expand our understanding of this critical time period in central Alaska.



*Figure 1. Location of XMH-0917.*

## BACKGROUND

Archaeologists have long assumed Alaska to be the entry point for the initial colonization of the Americas, and have spent multiple decades searching extensively for hard evidence (Dixon 1999,

Bever 2006). While this effort has identified large numbers of sites, research attention has been focused on this earliest period in Alaskan prehistory and our understanding of prehistoric behaviors during subsequent millennia remains incomplete (Holmes 2001, Bever 2001, Graf and Bigelow 2011). Paleoenvironmental data indicate that, after the last ice age, Alaska became more hospitable, with slightly warmer temperatures, increased moisture and an expanding forest biome (Mason and Bigelow 2001). Relative to other areas, conditions across the region remained extreme, however, and human adaptations appear to have changed several times during the Holocene—for reasons that are not yet fully understood.

Among the changes requiring further investigation is an apparent population expansion (larger and more durable settlements) starting around 2000 years ago, coincident with the introduction of bow and arrow technology in Alaska (Hare et al 2004, Potter 2008, Rasic and Slobodina 2008). While it is tempting to think that these changes are causally related, alternative hypotheses must likewise be tested (Binford 1965, Fitzhugh 2001). For example, the demographic shift might indicate novel behavioral adaptation, influx of people from another area, or a response to environmental changes. Addressing these and related issues requires further excavations at sites that date to this key time period.

Archaeologists believe that a major cultural transition occurred 2000 years ago in central Alaska, but we can only speculate on the driving force behind this transition (Esdale 2008, Potter 2008). A change in subsistence practices may have led to some of the cultural changes that we see, such as an increase in sedentism and group size. Specifically, incorporating salmon or other seasonally migratory fish into the diet may have given residents of central Alaska the caloric stability to begin the transition from small temporary camps into small seasonal villages (Ames and Marshall 1981, Hoffecker and Elias 2007). The faunal and isotopic data necessary to identify such a dietary transition are only available through excavation.

The Banjo Lake area offers an important opportunity to study human adaptations ca. 2000 years ago because it not only has a known site dating to that time (XMH-917) but there are a number of other sites in the immediate vicinity that have been excavated and provide evidence of prehistoric behaviors leading up to the 2000 BP “demographic event” (Holmes et al 1996, Cook 1996, Potter 2008b). As such, we can compare traces of human activity at XMH-917 to those found at the earlier, neighboring sites to better understand the cultural and environmental factors associated with the changes that took place approximately 2000 years ago. While several hearths have been found in the area that are appropriate for such comparison, we seek more hearth and other associated archaeological material to facilitate our understanding of this important transition.

Additionally, the proposed project includes innovative analytical methods for evaluating human behavior at the site. Recent advances in isotopic analysis will be applied to the soil, preserved hearth material, and butchered faunal remains at XMH-917 to assess prehistoric human diets. This, in conjunction with thorough stratigraphic, lithic, and traditional faunal analyses will contribute to a more nuanced understanding of Banjo Lake and broader Alaskan prehistory.

## **OBJECTIVES**

For the 2016 field season, the goals of this project are to:

- Recover any additional hearths that could contain valuable isotopic information for dietary reconstruction of the sites' inhabitants.
- Expand the excavated area at XMH-917 to evaluate the potential for previous and later occupations at the site through additional radiocarbon dating on recovered materials.
- Conduct a thorough analysis of fauna, lithics, and stratigraphy both in the immediate context of the site and in relation to other sites around Banjo Lake.

## METHODS AND ACTIVITIES FOR 2016

### *Excavation*

In order to meet the goals of the research questions and objectives we will excavate 10 one-meter square units during the 2016 field season. These units will be excavated in arbitrary 5 cm levels from the surface until glacial outwash is encountered. Unit placement will be based on data from previous excavations and site Stone artifacts, faunal remains, and other evidence of prehistoric human occupation that are recovered in situ will be mapped three dimensionally relative to a permanent site datum. Feature fill (sediments extracted from cultural features) will be collected in its entirety to be analyzed for microremains in a laboratory setting. All other sediments will be screened through a 1/8th inch hardware mesh, which is the standard for archaeological excavations in central Alaska. The base of every level will be mapped and described in detail.

### *Stratigraphic Analysis*

When the excavation has been completed, a detailed profile drawing of the north wall of each 1x1 meter unit will be made. Data pertaining to soil texture, composition, and color will be noted following the conventions presented in the Munsell soil guide. Where appropriate, soil samples will be collected for further analysis (e.g., isotopes, radiocarbon). The resulting stratigraphic profiles will be analyzed to assess site and soil formation throughout prehistory. These stratigraphic records, any carbon sampled collected, and all other data generated during the proposed excavation, will be used to construct a comprehensive site chronology.

### *Material Analysis*

All materials pertaining to past human occupations of the site will be analyzed in a laboratory setting. For lithic and faunal remains, this will entail detailed typological description and analysis (e.g., identification of species and tool types). We will also conduct spatial analyses of material distributions to reconstruct living areas for all prehistoric occupations. Any feature fill (e.g., from hearths) will be sieved through a fine screen to recover macroscopic plant and animal remains, which will then be analyzed and identified by a specialist.

### *Isotopic Analysis*

While isotopic analysis has long been used in the field of bioarchaeology for assessing social status and diet among skeletal populations, this project will use it to test soil chemistry within sterile contexts (those which show no evidence of human occupation), living surfaces and, most importantly, within hearths. One hearth was found during the 2009 excavation at XMH-917, and it will also be tested for carbon, nitrogen, and oxygen isotopes. Differences in isotopic composition between these different contexts can help us to identify what was being cooked at the site, as isotopic values for local fauna are already known. Unidentifiable bone can also be tested using this method in order to differentiate between certain species.

#### *Destructive Analysis*

This project does not require destruction of artifacts recovered from XMH-917. Unidentifiable faunal remains judged to be suitable for isotopic analysis will provide samples smaller than a grain of salt, to be carefully extracted and chemically treated in hydrochloric acid to extract the bone collagen, which will be sent to the mass spectrometry lab at the University of Michigan for isotopic analysis. Samples of carbon (including bone) judged to be suitable for radiocarbon dating will have a small portion removed and sent to a professional lab for assay, leaving a portion of the original sample in reserve for future testing.

#### *Protocol for the Treatment of Human Remains*

Following CEMML protocol, if human remains are inadvertently discovered, the USAG FWA shall cease all work and ensure that the remains are secured from further disturbance or vandalism until after the appropriate law enforcement authorities have ensured that the remains are not related to any crime, and until a plan for treatment has been developed. If, in consultation with a qualified forensic anthropologist, the USAG FWA determines that the remains are Native American, the USAG FWA Garrison Commander shall immediately undertake any actions necessary under the Native American Graves Protection and Repatriation Act (NAGPRA), as amended. If the USAG FWA determines that the remains do not warrant criminal investigation, the USAG FWA shall notify the SHPO and consult to identify descendants or other interested parties, if any. The USAG FWA, in consultation with the SHPO and any interested parties, shall develop a plan for the respectful treatment and disposition of the remains.

#### *Final Housing of Artifacts*

After the analysis of material remains from XMH-917 is completed, they will be transferred to the University of Alaska Fairbanks Museum of the North. The Museum of the North comprises many sites from across the state and is the ideal repository for the artifacts recovered from XMH-917. Dedicated curatorial staff will house these remains with artifacts previously excavated at XMH-917 so that future Alaskan archaeologists can also benefit from this resource.

#### *Data interpretation and Dissemination of Results*



Data will be synthesized in a final report as stipulated in the ARPA permit. Results of this research will also be disseminated in conference presentations and scholarly articles.

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## Attachment C

### POST REVIEW AND UNANTICIPATED DISCOVERIES PLAN

- A. In the course of conducting approved activities, the Army shall not intentionally or knowingly affect (such as remove, disturb, or cause to be removed or disturbed) any historic properties outside the approved scope of work.
- B. In the event that a previously unidentified archaeological site is discovered during the execution of this undertaking, all ground disturbing activity shall immediately cease in the area of the discovery until the Army archaeologist or other Army personnel who meet *The Secretary of the Interior's Professional Qualification Standards for Archeologists* can evaluate the archaeological site. Excavation may continue in the project area outside the archaeological resource area. The Army shall notify the SHPO and appropriate Alaska Native tribes within 3 business days of discovery. The Army shall ensure that any archaeological work that may be necessary shall be completed in accordance with the NHPA and the Archaeological Resources Protection Act. The SHPO and/or the Alaska Native tribes, if they so request, may immediately inspect the work site to determine the nature and area of the affected archaeological site. Within 10 business days of the original notification of the discovery, the Army, in consultation with the SHPO and interested Alaska Native tribes, will determine the National Register eligibility of the resource and will propose action to resolve possible adverse effects to any affected National Register-eligible archaeological sites. Work may resume in affected areas after approval by the Army Cultural Resources Manager and the SHPO.
- C. If human remains are inadvertently discovered; the Army shall notify the SHPO within 24 hours of discovery. The Army shall cease all work by their contractors and ensure that the remains are secured from further disturbance or vandalism until after the appropriate law enforcement authorities have ensured that the remains are not related to any crime, and until a plan for treatment has been developed. If the Army determines that the remains are Native American, the Garrison Commander shall immediately undertake any actions necessary under the Native American Graves Protection and Repatriation Act, as amended. If the Army determines that the remains are not Native American, and do not warrant criminal investigation, the Army shall immediately notify the SHPO and consult with the SHPO to identify descendants or other interested parties, if any. The Army, in consultation with the SHPO and any interested parties, shall develop a plan for the respectful treatment and disposition of the remains. Work may resume in affected areas after approval by the Army Cultural Resources Manager and the SHPO.
- D. If during the course of the undertaking there are any unforeseen or unanticipated effects to historic properties other than the identification of a previously unknown archaeological site, the Army shall initiate consultation pursuant to 36 C.F.R. § 800.13(b)(3) to resolve the unforeseen effects.